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ABSTRACT

This manual explains what graduated driver licensing (GDL) is and why the National Highway Traffic Safety Administration believes it is so important for every jurisdiction to take steps towards its implementation. Section I introduces the need by defining the teen driving problem: inexperience, risk-taking behavior and immaturity, and greater risk exposure. Section II compares the traditional licensing process with the GDL process, which includes three stages: learner's permit, intermediate license (or provisional license or junior license), and full license (or unrestricted license). For each stage, minimum eligibility requirements, core components, and recommended components are outlined. Section III explains how GDL has been shown to be effective by expanding the learning process, reducing risk exposure, improving driving proficiency, and enhancing motivation for safe driving. Examples of how the community can promote GDL and questions and answers on GDL are provided. Section IV presents research results from three states (Maryland, California, and Oregon) that have evaluated the effect of their GDL on teen crashes and traffic convictions. Experiences in New Zealand and Ontario, Canada, are also reported. Section V focuses on support for GDL from the public at large, teen drivers, and parents. Section VI makes the argument for states' adoption of GDL. Appendixes include a model law; characteristics of selected U.S. licensing laws; teen crash statistics; federal, regional, state, and private sector organization resources; and 11 resources. A brochure with questions and answers on GDL is provided. (YLB)

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SAVING TEENAGE LIVES:

THE CASE FOR GRADUATED DRIVER LICENSING

CE 079 462

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The Case for Graduated Driver Licensing

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SECTION I

Introduction: The Need for Graduated Driver Licensing

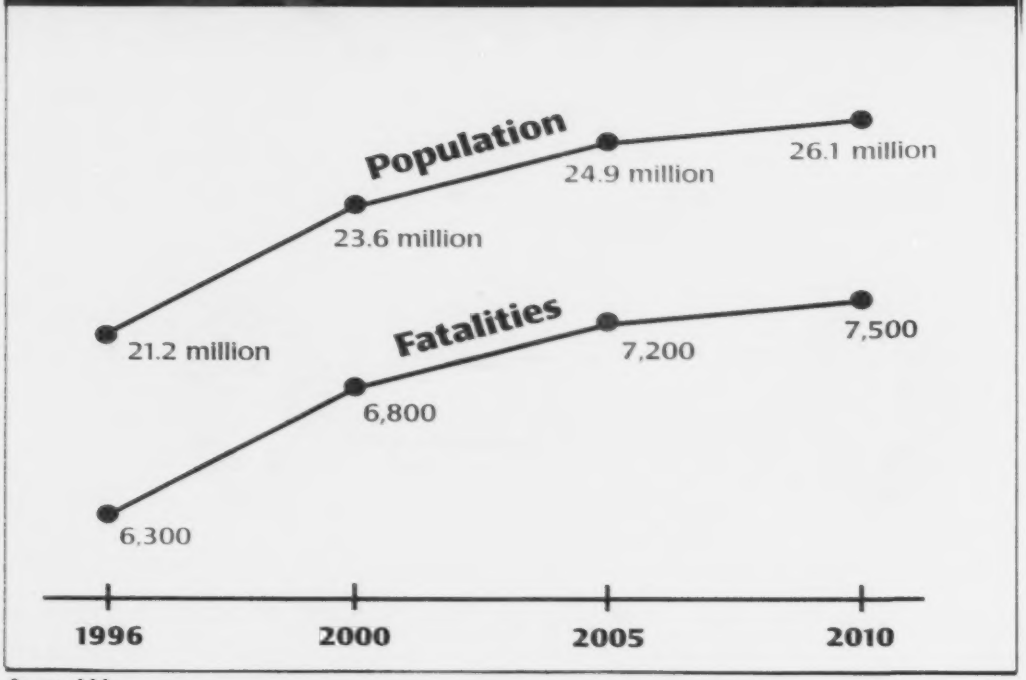
In 1996, 6,319 young people age 15-20 died in motor vehicle crashes. Even though this age group makes up only seven percent of the driving population, they are involved in 14 percent of all traffic fatalities.

The Teen Driving Problem

It has been said many times that children are our most precious resource. While parents throughout time have loved their children enormously, today's parents have taken this saying to heart in more visible ways than previous generations. From the "Caution–Baby on Board" window decals of the early 1980s to the ubiquitous "My child is an honor student at..." bumper stickers of today, modern parents use the family car as a billboard to showcase their parental pride and their children's accomplishments.

But the same motor vehicle that goes from school to soccer to piano–in which Mom, Dad and the kids seem to live–may also be the vehicle in which our teenagers die. Motor vehicle crashes are the leading cause of death for young people 15 to 20 years of age, causing roughly one-third of all fatalities in this age group. In 1996, 6,319 young people age 15-20 died in motor vehicle crashes. Even though this age group makes up only seven percent of the driving population, they are involved in 14 percent of all traffic fatalities. In 1996, teens were involved in more than two million non-fatal traffic crashes. Based on population projections, these numbers will go up unless we intervene. (See chart below.)

Projected 15-20 Year Old Population and Motor Vehicle Crash Fatalities



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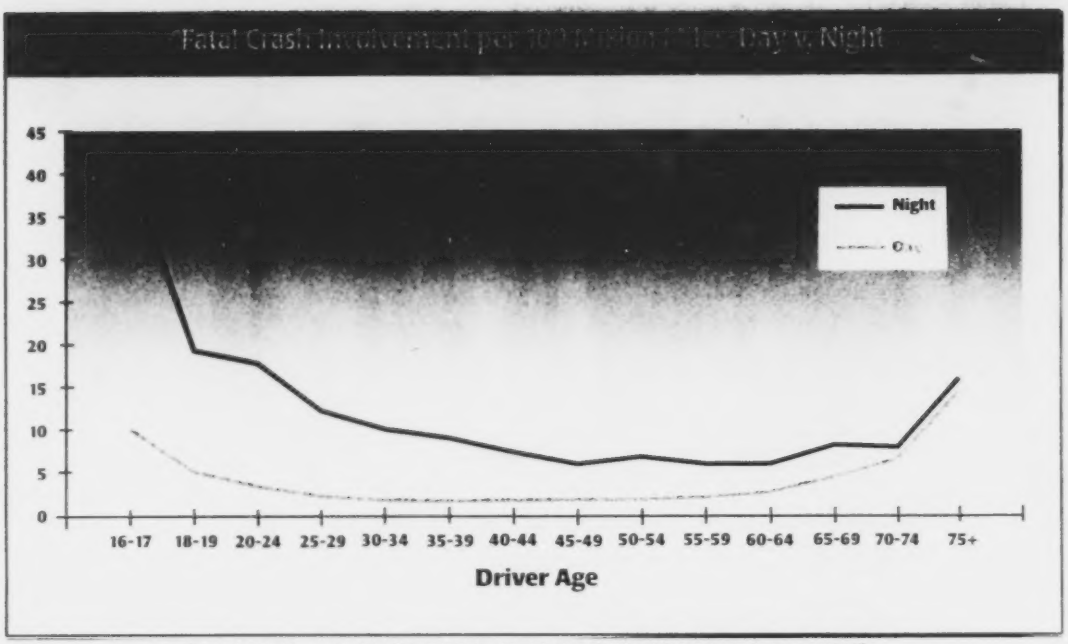

Source: Insurance Institute for Highway Safety (*Night Driving Restrictions for Youthful Drivers*–January 1997)

On the basis of miles driven, teenagers are involved in three times as many fatal crashes as are all drivers. Why do young drivers have such poor driving performance? Three factors work together to make the teen years so deadly for young drivers:

- INEXPERIENCE
- RISK-TAKING BEHAVIOR AND IMMATURITY
- GREATER RISK EXPOSURE

Inexperience: All young drivers start out with very little knowledge or understanding of the complexities of driving a motor vehicle. Like any other skill, learning to drive well takes a lot of time. Technical ability, good judgment and experience all are needed to properly make the many continuous decisions, small and large, that add up to safe driving. By making it so easy to get a driver license–by literally handing teenagers the car keys without requiring an extended period of supervised practice-driving time–we are setting them up for the risk of making a fatal mistake.

Risk-taking behavior and immaturity: Adolescent impulsiveness is a natural behavior, but it results in poor driving judgment and participation in high-risk behaviors such as speeding, inattention, drinking and driving, and not using a seat belt. Peer pressure also often encourages risk taking.

Greater risk exposure: Teens often drive at night with other teens in the vehicle, factors that increase crash risk.

Teen drivers *are* different from other drivers, and their crash experience is different. Compared to other drivers, a higher proportion of teenagers are responsible for their fatal crashes because of their own driving errors:

- A LARGER PERCENTAGE OF FATAL CRASHES INVOLVING TEENAGE DRIVERS ARE SINGLE-VEHICLE CRASHES COMPARED TO THOSE INVOLVING OTHER DRIVERS. IN THIS TYPE OF FATAL CRASH, THE VEHICLE USUALLY LEAVES THE ROAD AND OVERTURNS OR HITS A ROADSIDE OBJECT SUCH AS A TREE OR A POLE.
- IN GENERAL, A SMALLER PERCENTAGE OF TEENS WEAR THEIR SEAT BELTS COMPARED TO OTHER DRIVERS.
- A LARGER PROPORTION OF TEEN FATAL CRASHES INVOLVE SPEEDING, OR GOING TOO FAST FOR ROAD CONDITIONS, COMPARED TO OTHER DRIVERS.

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Crash Involvement Rates by Driver Age				
Age	All Crashes Per Million Miles	Fatal Crashes Per 100 Million Miles	All Crashes Per 1,000 Population	Fatal Crashes Per 100,000 Population
16	43	17	84	33
17	30	13	101	42
18	16	8	103	52
19	14	7	95	48
16-19	20	9	96	44
20-24	10	5	81	41
25-29	6	3	64	33
30-34	5	2	51	26
35-39	4	2	47	23
40-44	4	2	42	20
45-49	4	2	39	18
50-54	4	2	34	18
55-59	4	2	31	16
60-64	4	3	27	16
65-69	7	4	27	16
70-74	8	5	25	17
75+	12	12	18	17

Source: Insurance Institute for Highway Safety (*Transportation Research Board Circular #458* – April 1996)

- MORE TEEN FATAL CRASHES OCCUR WHEN PASSENGERS—USUALLY OTHER TEENAGERS —ARE IN THE CAR THAN DO CRASHES INVOLVING OTHER DRIVERS. TWO OUT OF THREE TEENS WHO DIE AS PASSENGERS ARE IN VEHICLES DRIVEN BY OTHER TEENAGERS.

Effective remedies exist for controlling these risk factors and reducing traffic crash fatalities among young drivers without seriously encroaching on their need to get around. Graduated driver licensing combines a number of measures proven to be effective in fostering safer driving behavior in young drivers. In Ontario, Canada, and in New Zealand—where graduated driver licensing is in effect—crash deaths and injuries for teenage drivers have been reduced. Maryland, which has a nighttime driving restriction, and California have shown reductions in both fatal crashes and traffic violations among young drivers.

With graduated driver licensing, new drivers typically go through a three-stage process that involves their gradual introduction to full driving privileges. By restricting *when* teenagers may drive, and with whom, graduated driver licensing allows new drivers to gain much-needed on-the-road experience in controlled, lower-risk settings. It also means that a teenager will be a little older and more mature when he or she gains a full, unrestricted license. After the young driver demonstrates responsible driving behavior, restrictions are systematically lifted until the driver "graduates" to full driving privileges.

This manual explains what graduated driver licensing is and why it is so important for every jurisdiction to take steps towards its implementation.

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SECTION II

Traditional Driver Licensing vs. Graduated Driver Licensing

The Traditional Driver Licensing Process

Driver licensing is a function of state government. Each state has different rules and regulations, but the essential steps are similar. An individual applies to the Department of Motor Vehicles or other licensing agency for a driver license. He or she usually must pass a written knowledge test and a vision test before scheduling a road test with the driver license examiner. New drivers must demonstrate basic driving skills in a road test.

In 35 states, a learner's permit is required for novice drivers. Teens under 18 must have parental permission to apply for a learner's permit. Learner's permits automatically expire in all states except Virginia. The expiration ranges from 60 days to six years. Most states place only minimal limitations on driving with a learner's permit. For instance, only 19 have any limits on nighttime driving.[1]

A comprehensive evaluation of state driver licensing codes by the *Insurance Institute for Highway Safety* concluded that current driver licensing practices "allow a quick and easy route through the learning phase" and place too little emphasis on supervised practice and training.[1] Most highway safety experts agree that it is too easy to get a driver license in this country. Driving a motor vehicle is dangerous, yet the requirements and testing are minimal. It is entirely conceivable that an inexperienced young driver could pass a road test and receive a full, unrestricted driver license with almost no "real world" driving experience. A graduated driver licensing system addresses this problem by controlling the circumstances under which beginning teenage drivers may get behind the wheel.

The Graduated Driver Licensing Process

A graduated driver licensing system allows young drivers to acquire safe driving practices and attitudes as they progress through a three-stage process of licensure.

This system has several distinct advantages over the traditional driver licensing system. Graduated driver licensing gives young, novice drivers:

- Practice in developing driving skills over an extended period of time, leading to greater experience, maturity and judgment;
- Increased time in supervised behind-the-wheel training during daylight and nighttime hours;

The Three Stages of Graduated Licensing

Learner's permit:
Supervision is required at all times, and other restrictions also apply. This period includes basic driver education and requires that no crashes or convictions occur before the learner advances. There are restrictions on carrying teenage passengers, there can be no violations for failing to wear a seat belt and there is zero alcohol tolerance.

Intermediate license (or provisional license or junior license):
Fewer restrictions are imposed: for example, unsupervised driving is permitted during daylight hours. This period may include advanced driver education and continues to require zero alcohol tolerance and no at-fault crashes or convictions before advancing the driver to the final stage.

Full license (or unrestricted license):
All driving restrictions are removed (except for applicable laws, such as zero alcohol tolerance for drivers under 21).

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- EDUCATION IN BASIC AND ADVANCED DRIVING SKILLS AND SAFETY KNOWLEDGE; AND
- MOTIVATION TO PRACTICE SAFE DRIVING SKILLS AND BEHAVIOR BY REQUIRING A CRASH-FREE/CONVICTION-FREE DRIVING PERFORMANCE PRIOR TO FULL LICENSURE.

Core and Recommended Components

All graduated driver licensing systems contain certain core components in order to be effective. Other components are recommended and should be considered for any new or expanded program.

Stage 1 - Learner's Permit

This stage allows the young novice driver the opportunity to practice basic driving skills and safe driving practices under totally supervised conditions.

Minimum eligibility requirements:
- Meet the minimum age required by the state (currently varies from age 14 to age 17; no younger than age 16 is recommended);
- Pass vision and knowledge tests, including rules of the road, signs and signals.

Core components:
- All driving must be supervised by a licensed parent, guardian or adult at least 21 years old;
- Permit holder must complete basic driver education including behind-the-wheel/vehicle skills training;
- All vehicle occupants must wear seat belts;
- Zero alcohol tolerance for those under age 21;
- Permit is cancelled if applicant is convicted of any alcohol-related offense;
- Applicant must remain free of at-fault crashes and convictions for at least six consecutive months in order to move to the next stage; and
- Minimum holding period of six months;
- Permit is visually distinctive from other driver licenses.

Recommended components:
- Parental participation in the driving process (for instance, certifying that the novice driver has had a minimum number of supervised hours of driving);
- Youth-oriented and more rapid driver improvement actions are taken in the event of violations or at-fault crashes;
- Limitations on speed and types of roads where driving is allowed; and
- Limitations on carrying teenage passengers.

Stage 2 - Intermediate License

This stage gives the young driver behind-the-wheel practice under less restrictive circumstances and exposes the driver to more demanding driving situations. It provides an opportunity for the new driver to use newly acquired driving and decision-making skills by allowing unsupervised driving during daylight hours.

Minimum eligibility requirements:
- Successfully complete the learner's permit stage;
- Meet the minimum age required by the state; and
- Pass on-road driving test.

Core components:
- Restricted nighttime hours of driving unless supervised by a licensed parent, guardian or adult at least 21 years old (for instance, only supervised driving from 10:00 p.m. to 5:00 a.m.);
- All vehicle occupants must wear seat belts;
- Zero alcohol tolerance for those under age 21;
- Successfully complete driver education;
- License revocation for any alcohol-related offense;
- Youth-oriented and more rapid driver improvement actions are taken in the event of violations or at-fault crashes; and
- Applicant must remain free of at-fault crashes and convictions for at least twelve consecutive months in order to move to the next stage.
- License is visually distinctive from other driver licenses.

Recommended components:
- Parental participation in the driving process (for instance, certifying that the novice driver has had a minimum number of supervised hours of driving);
- Limitations on speed and types of roads where driving is allowed; and
- Limitations on carrying teenage passengers.

Stage 3 - Full License

This stage allows unlimited driving privileges.

Minimum eligibility requirements:
- Successfully complete the intermediate license stage;
- Meet the minimum age required by the state; and
- Zero alcohol tolerance for those under age 21.

Recommended components:
- Downgrade to a provisional license for drivers whose licenses have been suspended or revoked, and require a crash-free/violation-free period of time prior to re-obtaining full license until age 21;
- Pass second level knowledge test and on-road driving test; and
- Successfully complete advanced driver education.

Refer to Appendix B for a chart of states that have one or more of the core components of a model graduated licensing law, as developed by the National Committee on Uniform Traffic Laws and Ordinances (Appendix A).

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SECTION III

How Graduated Driver Licensing is Effective

Addressing the Problems

Young novice drivers are a highway safety problem for many reasons, primarily a combination of immaturity, inexperience and high-risk driving exposure. This is true for teenagers everywhere, but it is a particular problem in the United States, where more teenagers have cars or have access to a family car than in any other nation. Teenagers are also more likely to drive older and smaller cars, are less likely to wear seat belts, and are more likely to have multiple teenage passengers.

Traditional approaches–high school driver education, a learner's permit and perhaps stepped up penalties for infractions–have not had as great an impact on reducing the incidence of teen crashes and convictions as anticipated. In fact, there is some evidence that early driver education classes may encourage younger licensure, thereby increasing risk exposure.

On the other hand, graduated driver licensing has been shown to be effective by:

- EXPANDING THE LEARNING PROCESS;
- REDUCING RISK EXPOSURE;
- IMPROVING DRIVING PROFICIENCY; AND
- ENHANCING MOTIVATION FOR SAFE DRIVING.

Let's look at each of these four benefits.

Expanding the learning process

Graduated driver licensing lengthens the learning process. The longer the period of time that elapses between issuance of the first permit to the full, unrestricted license, the more maturity and experience the novice driver will accumulate and the better his or her driving performance will be. The learning experience for driving cannot be rushed. As with any complex task, it takes time to assimilate the skills and information needed to perform the job adequately.

Reducing risk exposure

Graduated driver licensing allows young drivers to gain much-needed driving experience in controlled, lower risk circumstances, such as nighttime driving restrictions, passenger limitations, required restraint use for all occupants, and license sanctions that kick in at a lower threshold (e.g., first conviction for a serious violation).

These exposure-reducing components work in two ways. First, they catch young drivers early when they make mistakes or errors in judgment and allow correction. Second, they serve as a motivating factor for teens to study for tests, drive safely and avoid risks in the first place.

Percentage of Fatal Crashes With Various Characteristics, by Driver Age, 1993

	Driver Age		
	16	17-19	20-49
Single Vehicle	44	37	29
Driver Error	82	74	62
Speeding	37	33	23
3+ Occupants	33	27	18
0.10+ Percent BAC*	5	28	48
Female Driver	34	27	29

* BAC=Blood Alcohol Concentration. In most states, 0.10 percent is the legal BAC threshold.

Source: Insurance Institute for Highway Safety (*Status Report* – December 17, 1994)

Graduated driver licensing has been shown to be effective by:

- Expanding the learning process;
- Reducing risk exposure;
- Improving driving proficiency; and
- Enhancing motivation for safe driving.

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Improving driving proficiency

Placing limits on teen mobility may reduce driving exposure, but driving proficiency can be improved through measures that emphasize getting teens behind the wheel to practice. These components encourage the intermediate licensee to make safe driving decisions *while driving* to reduce risk. They include: multi-level instruction coupled with multi-level testing (giving inexperienced drivers the opportunity to first learn then practice the basics before moving on to learning and practicing more advanced skills); parental guidance; driver improvement courses; and delayed re-testing after failure.

Enhancing motivation for safe driving

Graduated driver licensing not only helps the novice driver better cope with risks, but also enhances the motivation to drive safely and "play by the rules." Restrictions are lifted as rewards for good driving, and sanctions are imposed for violations. For young drivers, the worst sanction may be the delay that keeps them in an earlier stage longer, while their peers advance to the next level. By making relief from restrictions contingent upon a good driving record, graduated driver licensing provides incentive to drive safely.

How the Community Can Promote Graduated Driver Licensing

Everyone has a role to play in promoting graduated driver licensing and helping it succeed. Here are just a few examples:

Parents–

Parents or guardians are essential. While no system should put all the burden on parents, a graduated driver licensing system emphasizes parental supervision (e.g., providing driving practice, determining when and where driving is done, etc.) and parental certification that practice hours have been completed as required. Graduated driver licensing encourages parents to actively take part in preparing their teenagers for driving. It provides an opportunity for parents to serve as positive role models for their children.

Traffic Safety Education Field –

Driver education works better with a graduated driver licensing system, which provides an incentive for formal instruction. The current high school driver education system can be adapted to fit well within a graduated driver licensing system. This would require the course to be divided into two or three discrete phases, with practice sessions and testing at the end of each segment.

Modern communications tools such as home video and interactive computer learning materials can supplant or augment classroom training prior to behind-the-wheel practice. Training programs and materials should not focus on how to pass the test but rather how to incorporate the appropriate skills, attitude and behavior to be a safe, successful driver. Such a program should also include information on other aspects of transportation safety, such as pedestrian safety, bicycle safety, the need for occupant protection, and the importance of motorcycle helmets. Programs should also cover transportation issues such as alternate transport, trip planning and vehicle preparation and actions to take in an emergency. And, where there is a choice, teens should be encouraged to drive safer vehicles.

Medical Community–

The medical community sees firsthand the results of motor vehicle crashes. Most physicians, nurses, emergency medical service professionals and others will tell you that the hardest part of their job is telling a family about the loss of a child or other family member. Although implementation of a graduated driver licensing process does not directly involve the medical community, these individuals (as well as their state and national professional organizations) are likely to be strong allies and partners in the process.

Law Enforcement –

Nearly every national law enforcement group has endorsed graduated driver licensing because police officers–like the medical community–are the ones who see the results of poor driving every day. Law enforcement has an active role to play in the implementation of a new system, and keeping traffic officers informed about changes in laws is a vital step. Law enforcement officers are also highly effective speakers at high school assemblies, Scout meetings, and other youth group gatherings.

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Questions and Answers On Graduated Driver Licensing

Does graduated licensing discriminate against teenagers?

No. On the contrary, graduated driver licensing *protects* teenagers by introducing beginning drivers to the driving process under controlled circumstances in a low-risk manner. Just as teens are not allowed to conduct certain work, legal or financial transactions without direct parental involvement, they should not be allowed to drive until they have learned how to do it safely.

How can teens get around to school, jobs and extracurricular activities?

There is no question that, for safety's sake, graduated driver licensing limits mobility for younger teens. This is true especially at night (the most dangerous time), but most states allow exceptions in the case of driving to school or work or for farm-related activities. Delaying full licensure does not significantly hinder extracurricular and social activities, however. A survey by the Insurance Institute for Highway Safety of more than 50,000 high school students in seven states found that the social life and work patterns of 16-year-olds were generally unaffected by the beginning driving age in their state.

Is driver education the best way to learn to drive?

A good program that combines both classroom learning and behind-the-wheel training is an effective way to learn basic driving skills. But most driver education programs do not allow for significant hours of practice driving, and that is what new drivers need. Driving is a skill that improves with time and maturity. A 1994 Report to Congress by the National Highway Traffic Safety Administration concluded that "current novice driver education is not doing a very good job in motivating youngsters to drive safely." A graduated driver licensing system rewards good driving by allowing the safe novice driver to move ahead to the next step.

Aren't parents anxious for their teens to drive so they don't have to be the "chauffeur"?

Parents face a real dilemma when it comes to teen driving. On the one hand, most are quite anxious to give up the "chauffeur" duties and let their teens handle their own transportation. On the other hand, they are fearful of the increased risks this brings. Parents strongly support graduated driver licensing, despite some minor inconveniences to themselves. More importantly, graduated driver licensing gets parents more involved by asking them to ensure their children get enough supervised driving practice. The longer period of supervised driving gives parents and teens plenty of opportunity not only to practice but also to discuss driving skills, attitudes and behaviors. Parents also may feel more secure once their teens are fully licensed because they have more experience and maturity to handle difficult situations on the road.

Driving is a skill that improves with time and maturity.

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SECTION IV

Graduated Driver Licensing: Results from the U.S. and Other Countries

After five years, a report issued by the California Department of Motor Vehicles found that the licensing system contributed to a 5.3 percent reduction in the rate of crashes involving drivers age 15-17.

Although licensing practices vary from state to state, a number of states have adopted components of a graduated driver licensing system, and those that have completed evaluations have seen positive results. Here are three states that have evaluated the effect of their program on teen crashes and traffic convictions.

Maryland

In 1979, Maryland became the first state to adopt some of the features of a model graduated driver licensing program. Evaluation was built into the process so the state could determine whether or not the new techniques would reduce the incidence of crashes and convictions (as well as subsequent injuries and deaths) among teen drivers.

Maryland emphasized parental participation, successful completion of driver education, restricted nighttime hours, and crash-free/conviction-free driving for six months before getting a full license (or wait until age 18). The minimum age for a learner's permit was 15 years and nine months, while 16 and one month was the minimum for a provisional license.

The findings of this project, published in 1983, showed a five percent reduction in crashes and a ten percent reduction in convictions for all 16- and 17-year-old drivers (however, only about half of that population was actually participating in the program, so the actual effectiveness of the program in terms of reduced crashes and convictions may have been higher). A later study reported continued success with the program, which was still producing a five percent reduction in daytime crashes and a ten-percent reduction in daytime violations.

The state has since extended the learner's permit period, lengthened the period of conviction-free driving from six months to one year, increased the nighttime driving restrictions and improved controls on novice drivers with poor driving performance.

California

California launched a graduated driver licensing program in 1983 and evaluated its effect on 16- and 17-year-olds. Like Maryland, California emphasized parental involvement. Although teens could get a learner's permit at age 15, they could not get a provisional license until age 16 or a full adult license until age 17. Both driver education and driver training were required, and parents had to certify that the student had the required hours of driving practice.

After five years, a report issued by the California Department of Motor Vehicles found that the licensing system contributed to a 5.3 percent reduction in the rate of crashes involving drivers age 15-17.

Since that time, California has adopted a stronger, more effective graduated licensing program that includes a requirement of 50 hours of supervised practice driving, including 10 hours of nighttime driving, during the intermediate license stage.

Oregon

Oregon's provisional licensing system took effect in 1989. It allowed students to get a learner's permit at 15, a provisional license at 16 and a full license at 18. Oregon put great emphasis on alcohol, implementing both administrative suspension for any measurable amount of alcohol for anyone under 21, and requiring a minimum one-year suspension for anyone under the age of 18 convicted of any alcohol or drug offense or any other major traffic violation.

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Oregon's program was particularly effective with young male drivers (ages 16 and 17), who had approximately 16 percent fewer crashes than non-provisionally licensed male drivers during the first year of driving. No significant difference was found for female drivers. The results were reported in 1991.

Additional Studies

In addition to the three states profiled above, evaluation studies are currently under way in Florida, Kentucky, Michigan and North Carolina. The Insurance Institute for Highway Safety is evaluating Florida's program and preliminary information from the Florida Department of Highway Safety and Motor Vehicles looks quite positive. Reports on these evaluation efforts will be made available as they are completed over the next several years.

Experiences in Other Countries

New Zealand

New Zealand implemented its graduated driver licensing program in 1987. It covered young novice drivers age 15-25 and put great emphasis on training and testing. A learner's permit was required for six months before a driving test could be attempted, but if the student took a driving course, the waiting time was reduced to three months. The restricted license (step 2) limited nighttime driving and prohibited any passengers unless an adult was supervising. Teens had to hold the restricted license for 18 months before applying for the full license, although again the waiting time was cut in half if they successfully completed an advanced driver training course.

A 1992 report showed an eight percent reduction in the proportion of crashes involving drivers who were 15-19 years old.

Canada: Ontario

Recently released results from a study of Ontario's graduated licensing system provide the clearest and most dramatic evidence yet of the benefits of graduated driver licensing.

Ontario's graduated licensing system became effective April 1, 1994. It requires a minimum of 12 months for the Level One Class G license (the

equivalent of a learner's permit) or a minimum of eight months if the applicant successfully completes an approved driver education course. It requires a licensed driver with at least four years' experience to be present in the car and limits nighttime and freeway driving. The Level Two Class G license (the equivalent of a provisional license) is held for a minimum of 12 months and, like the Level One, has a zero alcohol tolerance policy, a seat belt requirement for all passengers and early improvement interventions for violations.

Preliminary study results published in May 1998 show that the Ontario system has been tremendously successful in reducing crashes and fatalities among new drivers. The crash rate for drivers age 16-19 declined 27 percent in 1995 compared to 1993, the year before the law was implemented.

Before Ontario's graduated licensing system was in place, 16-year-olds had both a crash rate and crash fatality rate about three times that of the general public. Since graduated licensing took effect, the fatal crash rate of 16-year-olds is comparable to that of the general public. And, since 1995, the overall crash rate for 16-year-olds is *lower* than that of the general population.

The decrease in the fatal crash rate for 16-year-old drivers is especially dramatic: there were 1.8 such deaths per 10,000 licensed drivers in 1995 compared to 6.6 in 1993, the year before the law.

Preliminary study results published in May 1998 show that the Ontario system has been tremendously successful in reducing crashes and fatalities among new drivers. The crash rate for drivers age 16-19 declined 27 percent in 1995 compared to 1993, the year before the law was implemented.

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SECTION V

Support for Graduated Driver Licensing

A GRADUATED driver licensing program was considered a "good" or "excellent" idea by nearly 45 percent of all respondents, while 75 percent of the parents of teenagers liked the idea

Public Opinion

Two recent public opinion surveys point to widespread support for graduated driver licensing. A 1996 public opinion poll conducted by the American Automobile Association found that nearly three out of four respondents favor limiting the use of cars by 15-to-20-year-olds until they gain sufficient driving experience.

In 1995, the Public Attitude Monitor, an annual poll conducted by the Insurance Research Council, asked respondents to rate various suggestions for reducing auto crashes among young drivers. A graduated driver licensing program was considered a "good" or "excellent" idea by nearly 45 percent of all respondents, while 75 percent of the parents of teenagers liked the idea. Nighttime driving restrictions and zero alcohol tolerance ranked about the same. Interestingly, nearly half of all respondents thought raising the driving age to 18 was a "good" or "excellent" idea (the rate was 60 percent for parents of teenagers).[3]

Teen Drivers

It may be surprising to learn that teenagers accept and support graduated driver licensing at fairly high levels. Teenagers in New Zealand were interviewed at age 15 (before they received their license) and again at age 18. At both ages, more than 70 percent of them supported the driving restrictions in place. Sixty-seven percent of Nova Scotia teens with restricted licenses said they approved of the graduated driver licensing system. In general, older teens looking back on their inexperienced years are even more supportive than those currently under restrictions.

Overall Approval of the Graduated Licensing System

	Highly Approve (%)	Somewhat Approve (%)	Somewhat Disapprove (%)	Highly Disapprove (%)	Neutral (%)
Learner Stage					
Teenagers	18	43	28	9	1
Parents	67	20	2	1	10
Newly Licensed Stage					
Teenagers	10	57	20	12	2
Parents	74	18	2	2	4

Source: Insurance Institute for Highway Safety (*Graduated Driver Licensing in Nova Scotia*–May 1997)

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Parents

Parents often look forward to the time when their teenager is licensed so they are released from the burden of chauffeuring their children to school, jobs, sports and other activities. But parents also recognize that teen drivers are at risk, no matter how "good" their children otherwise might be. Support for graduated driver licensing and its components is generally high among parents of teenagers.

In 1994, the Insurance Institute for Highway Safety surveyed parents of 17-year-olds and found that:

- 58 PERCENT FAVORED A COMPREHENSIVE GRADUATED DRIVER LICENSING PACKAGE;
- 90 PERCENT FAVORED A MINIMUM PERIOD OF SUPERVISED DRIVING BEFORE FULL LICENSURE;
- 74 PERCENT FAVORED NIGHT DRIVING CURFEWS;
- 43 PERCENT FAVORED RESTRICTING TEENAGE PASSENGERS DURING THE FIRST FEW MONTHS OF DRIVING; AND
- 97 PERCENT FAVORED ZERO ALCOHOL TOLERANCE FOR TEENAGERS.

As noted above under Public Opinion, parents of teenagers gave higher than average ratings to all suggestions for lowering teen auto crashes, including graduated driver licensing.

Support also is strong among law enforcement agencies, the medical community and within state, county and local governments. (*See "Who Supports Graduated Driver Licensing?" below*).

WHO SUPPORTS GRADUATED DRIVER LICENSING?

- AAA
- Advocates for Highway and Auto Safety
- Allstate Insurance
- American Academy of Family Physicians
- American Association of Motor Vehicle Administrators
- American Automobile Manufacturers Association
- American Coalition for Traffic Safety
- American College of Emergency Physicians
- American Driver and Traffic Safety Education Association
- Beer Institute and its member companies
- Brain Injury Association
- Centers for Disease Control and Prevention
- Century Council
- Distilled Spirits Council of the U.S. and its member companies
- General Federation of Women's Clubs
- Insurance Institute for Highway Safety
- International Association of Chiefs of Police
- Mothers Against Drunk Driving
- National Association of Governors' Highway Safety Representatives
- National Association of Independent Insurers
- National Center on Education in Maternal and Child Health
- National Commission Against Drunk Driving
- National Committee on Uniform Traffic Laws and Ordinances
- National Flight Nurses Association
- National Highway Traffic Safety Administration
- National Safety Council
- National Sheriffs' Association
- National Transportation Safety Board
- Nationwide Insurance
- Police Executive Research Forum
- Students Against Destructive Decisions
- Society of Trauma Nurses
- State Farm Insurance
- USAA Insurance

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SECTION VI

States Should Adopt Graduated Driver Licensing

As adults, it is our responsibility to find a better way of introducing young drivers to the experience of driving.

Support is Strong

As indicated in Section V, support is strong across all segments of society for graduated driver licensing. Any state that considers a graduated driver licensing system will have active and widespread support from many state, county and municipal officials, including law enforcement officers and motor vehicle administrators.

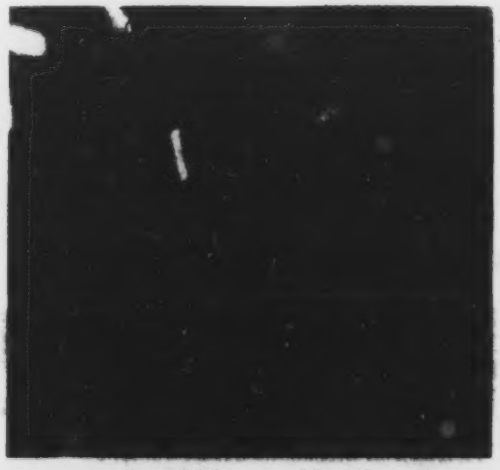
Resources are Available

The resource section of this book (Appendix D) lists a number of state and private sector resources for jurisdictions considering adoption or expansion of a graduated driver licensing system. In particular, the National Committee on Uniform Traffic Laws and Ordinances offers both model legislation (included in this manual) and suggested code language in the *Uniform Vehicle Code*.

The American Association of Motor Vehicle Administrators (AAMVA) represents the departments of motor vehicles in the states, as well as Canadian provinces. AAMVA has an array of resources available to states, including model programs and publications, developed for general driver licenses, commercial driver licenses and motorcycle operator permits, including: knowledge test; skills test; model driver manual; and model driver examiner's manual.

The National Highway Traffic Safety Administration (NHTSA) has numerous resources available to assist in the implementation of a graduated driver licensing system. It has ten regional offices around the country, in addition to the Washington headquarters.

Every Governor has appointed a Governor's Highway Safety Representative to oversee highway safety programs in the state. Check the



resource section of this manual for information on how to contact them.

The most important message is that resources and help are at hand. If your jurisdiction is serious about tackling the problem of teen drivers through adoption of a graduated driver licensing system, there is a great deal of assistance available to help you develop and go forward with the best possible program.

Safety Benefits are Both Immediate and Long Term

Teenagers are over-represented in traffic crashes. As adults, it is our responsibility to find a better way of introducing young drivers to the experience of driving. Studies show that graduated driver licensing *is* a better way.

By reducing the risk exposure of teenage drivers and allowing them time to mature before we give them the keys and unlimited use of the car, we will increase the likelihood that they will safely make it through their early driving years. And by creating safer teen drivers today, we also are helping them become safer, more responsible young adult drivers tomorrow.

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APPENDIX A

Graduated Driver Licensing Model Law

National Committee on Uniform Traffic Laws and Ordinances
Approved by the Membership October 24, 1996
Used with permission

Section 1–*Purpose* [1]

The legislature has recognized the need to develop a graduated licensing system in light of the disproportionately high incidence of motor vehicle crashes involving youthful motorists. This system will improve highway safety by progressively developing and improving the skills of younger drivers in the safest possible environment, thereby reducing the number of vehicle crashes.[2]

Section 2– *Minimum Age Requirements*

The department[3] may not issue a license or permit to any person under the age of 18 years, except that it may issue a driver's license to any person who is 16[4] or 17 years old who presents evidence of having satisfactorily completed the requirements of sections three and four.

Section 3–*Learner's Permit, Intermediate License and Driver's License Application* [5]

The Department shall not grant the application for a learner's permit, intermediate license or driver's license to anyone 16 or 17 years old unless such application is both signed by the applicant and the applicant's parent or guardian, and the applicant has satisfactorily completed the requirements provided in Section 4 of this law.

Section 4–*Limitations on the issuance of licenses and permits*

Learner's permits and licenses shall be issued pursuant to the following conditions and requirements:

(a) Learner's Permit.
A learner's permit authorizes the permit holder to drive a specified type or class of motor vehicle under the conditions set forth in this section while in possession of the permit and accompanied by a parent, guardian, or other person 21 years or older, who is a licensed driver in accordance with the requirements set forth in this law.

(i) An applicant for a learner's permit shall have:
1. Passed a vision test;
2. Passed a written test administered by the Department;
3. Paid a fee for a learner's permit of (X) dollars.

(ii) A learner's permit requires supervised driving at all times. The supervisor shall be a parent, guardian or other adult age 21 years of age or older, possessing a valid driver's license under the laws of this state. The supervisor shall be the only other occupant of the front passenger section of the vehicle.

(iii) The learner's permit licensee shall not place the vehicle in motion until every occupant of the vehicle has a seat belt properly fastened about his or her body.

(iv) Every holder of a learner's permit shall maintain a conviction-free driving[6] record and shall not have violated state drug, zero blood alcohol tolerance[7], seat belt or other driver-related safety laws[8] of the state.

(v) The learner's permit shall be valid for a period of at least one year from the date of its issuance.

(vi) In the event a person who holds a learner's permit drives a motor vehicle in violation of law, the permit shall be suspended[9], or revoked.[10]

(b) Intermediate License.
An intermediate license authorizes the holder to drive a specified type or class of motor vehicle under the conditions specified below (*next page*):

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(i) An applicant for an intermediate license shall have:
1. Possessed a valid learner's permit for a period of not less than 6 months without any conviction of drug, zero blood alcohol tolerance[11], seat belt, or other driver-related safety laws;[12]
2. Passed a road test administered by the department;
3. Passed a course of drivers education[13] in accordance with standards established by the State Board of Education and the department[14]; and
4. Paid a fee for an intermediate license of (X) dollars.

(ii) An intermediate license allows unsupervised driving from [5 a.m.] to [10 p.m.][15] At all other times the intermediate licensee must be supervised. While being supervised, the intermediate licensee must be accompanied by a parent, guardian, or other person 21 years or older. The supervisor shall possess a valid driver's license under the laws of this state. The supervisor shall be the only other occupant of the front passenger section of the vehicle.

(iii) The intermediate licensee shall not place the vehicle in motion until every occupant of the vehicle has a seat belt properly fastened about his or her body.

(iv) To be eligible to apply for a driver's license, an intermediate licensee shall maintain a conviction-free driving[16] record and shall not have violated any state drug, zero blood alcohol tolerance[17], seat belt or safety law of any state for at least the period of six months immediately preceding the date of the application for the license.

(v) The intermediate license shall be valid for a period of at least one year from the date of its issuance.

(vi) In the event that an intermediate licensee drives a motor vehicle in violation of law, the intermediate license shall be suspended[18] or revoked[19,20]

(c) Driver's License.[21]
The department may issue a driver's license to any person who has completed the requirements set forth in this law, or to anyone who has reached 18 years of age and has operated a motor vehicle without traffic violations, drug violations, zero tolerance alcohol violations or seat belt violations for a period of 6 months immediately preceding the date of the application for the license.[22]

Section 5– *Distinctive Form of License or Permit*

(a) The learner's permit shall be identified as a "learner's permit" and issued in a distinctive form as determined by the department.

(b) The intermediate license shall be identified as an "intermediate license" and issued in a distinctive form as determined by the department.

(c) Every license issued to a person under the age of 21 shall be in a distinctive form determined by the department so as to be readily identifiable as a license issued to someone less than 21 years of age.

Section 6–*Conduct*

An individual holding a learner's permit or license issued under this law may not drive, attempt to drive, or be in the actual control of a vehicle, in violation of any provision of law.

Section 7–*Penalty*

Any person knowingly violating any provision of this law shall be guilty of a Class [A] misdemeanor.

Notes from the NCUTLO Drafting Committee

(1) The Drafting Committee notes that a state may adapt this model graduated driver licensing system to apply to all novice drivers without regard to age. The Drafting Committee also encourages states to cross reference appropriate license suspension and revocation requirements to assure that violation of the provisions of this model may result in the immediate suspension or revocation of the driver's permit or license in accordance with due process and the licensing system of the state.

(2) This model also requires the driver to comply with the zero blood alcohol tolerance statute if under the age of 21 and state drug and seat belt laws regardless of age.

(3) Department refers to the department of motor vehicles. If administration of driver licensing is not vested in that department, the term department should be changed to the correct department or bureau of government.

(4) This model law assumes that a learner's permit may not be issued before the age of 16 – which the Drafting Committee recommends. If a state issues learner's permits to applicants less than 16 years of age, it should adjust the timetable incorporated into this model. In that event the drafting Committee recommends extension of the duration of the learner's permit and the time period the applicant must hold the learner's permit before application may be made for an intermediate license.

(5) The drafter should cross reference the section of the state's law governing application requirements.

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(6) States have the option of defining "conviction-free driving" as the absence of serious moving violations; if a state exercises this option, it should also enumerate the violations which are not sufficiently serious to trigger immediate license suspension, but rather may be waived, possibly through a departmental administrative process providing additional education or counseling.

(7) The Uniform Vehicle Code defines zero blood alcohol tolerance as "the alcohol concentration in a person's blood or breath which is 0.02 or more based on the definition of blood and breath units." See Uniform Vehicle Code, Sec. 6-208.

(8) The state should enumerate the laws covered by the term "other driver-related safety laws" of the state.

(9) The temporary withdrawal by formal action of the department of a person's license or privilege to operate a motor vehicle on the public highways, which temporary withdrawal shall be for a period specifically designated by the department. See Uniform Vehicle Code, Sec. 1-185.

(10) The termination by formal action of the department of a person's license or privilege to operate a motor vehicle on the public highways, which terminated license or privilege shall not be subject to renewal or restoration except that an application for a new license may be presented and acted upon by the department after the expiration of the applicable period of time prescribed in this code. See Uniform Vehicle Code, Sec. 1-167. Also see Uniform Vehicle Code, Chapter 6, Article II—Cancellation, Suspension, or Revocation of licenses.

(11) The Uniform Vehicle Code defines zero blood alcohol tolerance as "the alcohol concentration in a person's blood or breath which is 0.02 or more based on the definition of blood and breath units." See Uniform Vehicle Code, Sec. 6-208.

(12) The state should enumerate the laws covered by the term "other driver-related safety laws" of the state.

(13) States without a driver education requirement should omit subsection 4(b)(I) 3 requiring applicants under the age of 18 to have completed a driver education program. Such states should consider requiring the applicant's parent or guardian to certify that the applicant has participated in a specified minimum number of hours of supervised driving

(14) All approved driver training and safety education courses and courses of driver instruction shall include at least six hours of actual driving experience. The Drafting Committee recommends serious consideration be given to a driving requirement substantially greater than six hours.

(15) If greater supervision of younger drivers with intermediate licenses is preferred, one option states might consider is to expand the period of supervised driving required for 16-year-olds.

(16) States have the option of defining "conviction-free driving" as the absence of serious moving violations; if a state exercises this option, it should also enumerate which violations are not sufficiently serious to trigger immediate license suspension, but rather may be waived, possibly through a departmental administrative process providing additional education or counseling.

(17) The Uniform Vehicle Code defines zero blood alcohol tolerance as "the alcohol concentration in a person's blood or breath which is 0.02 or more based on the definition of blood and breath units." See Uniform Code, Sec. 6-208.

(18) The temporary withdrawal by formal action of the department of a person's license or privilege to operate a motor vehicle on the public highways, which temporary withdrawal shall be for a period specifically designated by the department. See Uniform Vehicle Code, Sec. 1-185.

(19) The termination by formal action of the department of a person's license or privilege to operate a motor vehicle on the public highways, which terminated license or privilege shall not be subject to renewal or restoration except that an application for a new license may be presented and acted upon by the department after the expiration of the applicable period of time prescribed in this code. See Uniform Vehicle Code, Sec. 1-167. Also see Uniform Vehicle Code, Chapter 6, Article II—Cancellation, Suspension, or Revocation of licenses.

(20) As noted earlier, the state may stipulate moving violations which do not automatically trigger immediate suspension or revocation, but rather may be waived, possibly as a result of participation in departmental counseling or educational programs.

(21) Drafter should cross reference the appropriate traffic code sections setting forth the requirements for obtaining driver's license. These provisions should set forth the appropriate driver training, testing and administrative requirements for acquiring a driver's license.

(22) Drafter should cross reference the appropriate provisions regarding the driver training and testing requirements of the 18-year-old or nonresident licensed driver receiving a driver's license.

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APPENDIX B

Characteristics of Selected U.S. Licensing Laws

As Compared With Graduated Driver Licensing Model Law Developed by the National Committee on Uniform Traffic Laws and Ordinances

Many states now are considering changes in their licensing laws for young drivers. Some have introduced graduated systems in which driving privileges are phased in, allowing initial experience to be gained in situations of lower risk. The popularity of graduated licensing has brought with it some confusion about what are the components of a graduated system and which states have graduated licensing and which do not.

In an effort to clarify this situation, the National Transportation Safety Board, National Highway Traffic Safety Administration, and Insurance Institute for Highway Safety have agreed to classify the licensing systems of the 50 states and District of Columbia according to the specifications of a widely accepted model graduated licensing law developed by the National Committee on Uniform Traffic Laws and Ordinances (NCUTLO). NCUTLO's model law specifies core provisions for graduated licensing, although it does not include a variety of other important features that can enhance a graduated system. The following chart lists the states that include one or more of the NCUTLO core provisions. Licensing laws highlighted with a star (*) include all of the core provisions and thus are graduated licensing laws under the NCUTLO model.

The core provisions of the NCUTLO model are a learner's phase of at least six months followed by an intermediate phase of at least six months and a prohibition of unsupervised driving at night for young drivers during the intermediate phase. The NCUTLO model requires applicants for intermediate and full licenses to have no safety belt or zero tolerance violations and to otherwise be conviction free during the mandatory holding periods. The model recognizes that states may define "conviction free" to include only serious violations and may suspend offenders or provide lesser penalties. In most states with graduated licensing, violations by young drivers result in license suspension or extension of the holding periods.

The NCUTLO model recommends a minimum age of 16 for a learner's permit and prohibits unsupervised driving from 10 p.m. to 5 a.m. However, failure to include these provisions does not disqualify a state from satisfying NCUTLO's core provisions. The model does not include two-stage driver education to coincide with the phases of graduated licensing, as recommended by the National Highway Traffic Safety Administration. Neither does it impose passenger restrictions during the intermediate phase nor does it require parents or others to certify completion of minimum number of hours of supervised driving in the learner's phase. However, the NCUTLO model recommends certification of supervised driving in states that do not mandate any driver education.

All of these elements of graduated licensing are included in the table on the following page in the "other features" column. Please direct any questions or comments to: Michele Fields or Shelley Martin at the Insurance Institute for Highway Safety, 1005 North Glebe Road, Arlington, VA 22201-4751; 703-247-1500, 703-247-1586 FAX.

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States with One or More NCUTLO Core Provisions

(Learner's phase of six months, intermediate phase of six months, and prohibition of unsupervised driving at night).

***California (eff. 7/1/98)**	**15**	**6 mo.**	**50 Hr., 10 of which must be at night**	**16**	**12 mo.**	**Midnight – 5 a.m.**	**First 6 mo.: No passengers younger than age 20**	**17**
*Delaware (eff. 7/1/99))	15, 10 mo.	6 mo.[1]	None	16, 4 mo.[1]	6 mo.	9 p.m. – 6 a.m.[1]	No more than 2 passengers[1]	16, 10 mo.
*Florida (eff. 7/1/96)	15	6 mo.	None	16	Until age 18	11 p.m. – 6 a.m. (age 16); 1 a.m. – 5 a.m. (age 17)	None	18
*Georgia (eff. 1/1/98)	15	12 mo.	None	16	Until age 18	1 a.m. – 5 a.m.	No more than 3 passengers younger than age 21 (family members excepted)	18
Illinois (eff. 1/1/98)	15	3 mo.	25 hr.	16	Until age 17	11 p.m. – 6 a.m. Sun-Th; Midnight – 6 a.m. F-Sat	Until age 18: No more than one passenger in front and no more passengers in the rear than there are available belts	17
Indiana (eff. 1/1/98)	15	2 mo.	None	16, 1 mo.	Until age 18	1 a.m. – 5 a.m. Sat-Sun; after 11 p.m. Sun-Th	First 90 days: No passengers unless supervised by 21-year old driver	18
*Iowa (eff. 1/1/99)	14	6 mo.	20 hr., 2 of which[2] must be at night	16	12 mo.	12:30 a.m. – 5 a.m.	None	17
Louisiana (eff. 1/1/98)	15	3 mo.	None	16	Until age 17	11 p.m. – 5 a.m.	None	17
Maryland (eff. 7/1/98)	15, 9 mo.	4 mo.	40 hr.	16, 1 mo.	18 mo.[3]	Midnight – 5 a.m.[3]	None	17, 7 mo.
*Massachusetts (eff. 11/4/98)	16	6 mo.	12 hr.	16, 6 mo.	Until age 18	Midnight – 5 a.m.	First 6 mo.: No passengers younger than age 18 unless supervised by 21-year old driver (family members exempt)	18
*Michigan (eff. 4/1/97)	14, 9 mo.	6 mo.	50 hr., 10 of which must be at night	16	6 mo.	Midnight – 5 a.m.	None	17
New Hampshire (eff. 1/1/98)	16	3 mo.	None	16, 3 mo.	Until age 18	1 a.m. – 5 a.m.[4]	None	18
*New Jersey (eff. 1/1/2001)[5]	16	6 mo.	None	17	12 mo.	Midnight – 5 a.m.	Limit one passenger (except household)	18
*North Carolina (eff. 12/1/97)	15	12 mo.	None	16	6 mo.	9 p.m. – 5 a.m.[6]	None	16, 6 mo.
*Ohio (eff. 1/1/99)	15, 6 mo.	6 mo.	50 hr., 10 of which must be at night	16	Until age 17	1 a.m. – 5 a.m.	None	17
*Rhode Island (eff. 1/1/99)	16	6 mo.	None	16, 6 mo.	12 mo.	1 a.m. – 5 a.m.	None	17, 6 mo.
South Carolina (eff. 7/1/98)	15	3 mo.	None	15, 3 mo.	12 mo.	6 p.m. – 6 a.m. EST;[7] 8 p.m. – 6 a.m. EDT	None	16, 3 mo.
South Dakota (eff. 1/1/99)	14	6 mo. (3 mo. with driver education)	None	14, 6 mo. (14, 3 m o. with driver education)	Until age 16	8 p.m. – 6 a.m.	None	16
PARTIAL GRADUATED LICENSING SYSTEMS								
Connecticut (eff. 1/1/97)	**16**	**6 mo.[8]**	**None**	**—**	**—**	**—**	**—**	**16, 6 mo.[8]**
Kentucky (eff. 10/1/95)	16	6 mo.	None	—	—	—[9]	—	16, 6 mo.
Maine (eff. 8/1/98)	15	3 mo.[10]	35 hr., 5 of which must be at night	—	—	—	—	16
Minnesota[11] (eff. 1/1/99)	15	6 mo.	30 hr., 10 of which must be at night	—	—	—	—	17
Nebraska (eff. 1/1/99)	15	—	50 hr., (driver education graduates are exempt)	16	12 mo.	Midnight – 6 a.m.	None	17
Virginia (eff. 7/1/98)	15	6 mo.	None	—	—	—		16

See page 28 for notes

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APPENDIX C

Teen Crash Statistics

- Motor vehicle crashes are the leading cause of death for American teenagers.
- In 1997, 5,477 young people (passengers and drivers age 15-20) died in motor vehicle crashes. Twenty-one percent of the young drivers involved in fatal crashes had been drinking.
- Young people age 15-20 make up 6.7 percent of the total driving population in this country but are involved in 14 percent of all fatal crashes.
- In 1997, over 60 percent of youth (16-20) who died in passenger vehicle crashes were not wearing seat belts.
- In 1997, almost one quarter (22 percent) of those who died in speed-related crashes were youth (15-20).
- In the last decade, over 68,000 teens have died in car crashes.
- Sixty-five percent of teen passenger deaths occur when another teenager is driving.
- Nearly half of the fatal crashes involving 16-year-old drivers were single vehicle crashes.
- Forty-one percent of fatal crashes involving teenagers occur at nighttime (between 9:00 p.m. and 6:00 a.m.).
- One quarter of fatally injured teen drivers (16-20 years old) in 1995 had a BAC (blood alcohol concentration) at or above .10 percent, even though all were under the minimum legal drinking age and are not legally permitted to purchase alcohol.
- Two out of three teenagers killed in motor vehicle crashes are males.

Source: National Highway Traffic Safety Administration

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APPENDIX D

Resources

Federal Resources

National Highway Traffic Safety Administration
400 Seventh Street, SW
Washington, DC 20590
Phone 800/424-9393 (Auto Safety Hotline)
Web site http://www.nhtsa.dot.gov

The National Highway Traffic Safety Administration (NHTSA), an agency of the US Department of Transportation, is responsible for driver licensing and other highway safety programs. NHTSA maintains statistics and fact sheets, and provides information to the media, private organizations, other government agencies, and the general public. Information on services and publications is available on the NHTSA homepage on the World Wide Web or by calling the Auto Safety Hotline (see information above), or by contacting your Regional Administrator (see information below).

Regional Administrators

REGION I (CT, ME, MA, NH, RI, VT)
Volpe National Transportation Systems Center
Kendall Square, Code 903
Cambridge, MA 02142
Phone 617/494-3427
Fax 617/494-3646

REGION II (NY, NJ, PR, VI)
222 Mamaroneck Avenue, Suite 204
White Plains, NY 10605
Phone 914/682-6162
Fax 914/682-6239

REGION III (DE, DC, MD, PA, VA, WV)
10 South Howard Street
Suite 4000
Baltimore, MD 21201
Phone 410/962-0077
Fax 410/962-2770

REGION IV (AL, FL, GA, KY, MS, NC, SC, TN)
Atlanta Federal Center
61 Forsyth Street
Suite 17T30
Phone 404/562-3739
Fax 404/562-3763

REGION V (IL, IN, MI, MN, OH, WI)
19900 Governors Drive Suite 201
Olympia Fields, IL 60461
Phone 708/503-8822
Fax 708/503-8991

REGION VI (AR, LA, NM, OK, INDIAN NATIONS)
819 Taylor Street, Room 8A38
Fort Worth, TX 76102-6177
Phone 817/978-3653
Fax 817/978-8339

REGION VII (IA, KS, MO, NE)
6301 Rockhill Road, Room 100
Kansas City, MO 64131
Phone 816/822-7233
Fax 816/822-2069

REGION VIII (CO, MT, ND, SD, UT, WY)
555 Zang Street, Rm. 430
Lakewood, CO 80228
Phone 303/969-6917
Fax 303/969-6294

REGION IX (AZ, CA, HI, NV, AMERICAN SAMOA, GUAM, NORTHERN MARIANA ISLANDS)
201 Mission Street, Suite 2230
San Francisco, CA
Phone 415/744-3089
Fax 415/744-2532

REGION X (AK, ID, OR, WA)
3140 Jackson Federal Building
915 Second Avenue
Seattle, WA 98174
Phone 206/220-7640
Fax 206/220-7651

Another federal agency that is a good source of information and support is:

National Transportation Safety Board
490 L'Enfant Plaza, SW
Washington, DC 20594
Phone 202/314-6170
Fax: 202/314-6178
Web site http://www.ntsb.gov

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State Resources

Each Governor appoints a highway safety representative to manage the state's highway safety program, including administration of the federal Highway Safety Community Grant program. The Governor's representative also serves as a liaison between the governor and the highway safety community. These professionals and their staffs are a great resource on all highway safety issues, including driver licensing. The Governors' representatives have a national organization in Washington:

National Association of Governors' Highway Safety Representatives
750 First Street, NE, Suite 720
Washington, DC 20002
Phone 202/789-0942
Fax 202/789-0946
Web: http://www.naghsr.org

The following are the offices of the Governors' highway safety representatives:

Alabama Department of Economic & Community Affairs
Law Enforcement/Traffic Safety Division
PO Box 5690
Department of Economic & Community Affairs
401 Adams Avenue, Suite 580
Montgomery, AL 36103-5690
Phone 334/242-5803
Fax 334/242-0712

Highway Safety Planning Agency
Alaska Department of Public Safety
PO Box 111200
Juneau, AK 99811-1200
Phone 907/465-4374
Fax 907/463-5860

Governor's Representative/ Commissioner of Public Safety
American Samoa Government
PO Box 1086
Pago Pago, AS 96799
Phone 011-684-633-1111
Fax 011-684-633-5111

Governor's Office of Community and Highway Safety
Arizona Department of Public Safety
3010 North Second Street, Suite 105
Phoenix, AZ 85012
Phone 602/255-3216
Fax 602/255-1265

Highway Safety Program
Arkansas Highway & Transportation Department
PO Box 2261
11300 Baseline Road
Little Rock, AR 72203
Phone 501/569-2648
Fax 501/569-2651

Office of Traffic Safety
California Business, Transportation, & Housing Agency
7000 Franklin Boulevard, Suite 440
Sacramento, CA 95823
Phone 916/262-0990
Fax 916/262-2960

Colorado Office of Transportation Safety
Department of Transportation
Headquarters Complex
4201 East Arkansas Avenue
Denver, CO 80222
Phone 303/757-9381
Fax 303/757-9439

Division of Highway Safety
Connecticut Department of Transportation
2800 Berlin Turnpike
PO Box 317546
Newington, CT 06131-7546
Phone 860/594-2370
Fax 860/594-2374

Office of Highway Safety
Delaware Department of Public Safety
PO Box 1321
Dover, DE 19903-1321
Phone 302/739-3295
Fax 302/739-5995

Transportation Safety Branch
DC Department of Public Works
2000 14th Street, NW, 7th Floor
Washington, DC 20009
Phone 202/939-8018
Fax 202/939-7185

Safety Office
Florida Department of Transportation
605 Suwannee Street, MS 53
Tallahassee, FL 32399-0450
Phone 850/488-3546
Fax 850/922-2935

Georgia Governor's Office of Highway Safety
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Articles and Publications

'All the 16-Year-Olds Didn't Make It Home,' *Status Report Special Issue* (December 17, 1994), Insurance Institute for Highway Safety.

'Earning a Driver's License," by Allan F. Williams, PhD, *Public Health Reports*, November/December 1997 (Volume 112).

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Graduated Licensing: Past Experiences and Future Status, Circular #458 - April 1996, Transportation Research Board, National Academy of Sciences.

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Questions Most Frequently Asked About Graduated Driver's Licensing (brochure), National Highway Traffic Safety Administration (DOT HS 808 496), December 1996.

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Report to Congress: Research Agenda for an Improved Novice Driver Education Program, National Highway Traffic Safety Administration, May 1994.

Report to States: Reducing Youth Highway Crashes, National Transportation Safety Board, March 1993.

Footnotes

1 *Facts; State Laws 1997*, "Young Driver Laws," Insurance Institute for Highway Safety.

2 *Graduated Licensing: Past Experiences and Future Status*, Transportation Research Circular Number 458 (April 1996), Transportation Research Board/National Research Council.

3 *Public Attitude Monitor 1995*, Insurance Research Council.

Acknowledgments:

Thanks to the persons and organizations that supplied information and assistance, especially Allan Williams, Ph.D. and Julie Rochman, with the Insurance Institute for Highway Safety and Leila Osina with the National Committee on Uniform Traffic Laws and Ordinances.

Notes from States chart on page 21

* These states have all three NCUTLO core provisions.

1 In Delaware, a driver education student does not need a permit to drive with a driver education instructor. After completing the on-road requirements of driver education, a driver education student who is at least 15 years, 10 months old may apply for a Driver Education Learner's Permit, which allows the student to drive while supervised by an experienced driver. Upon completion of driver education and if the student both the road and written tests, the student receives a Level 1 permit that for the first six months allows driving only while supervised. There also is a passenger restriction in the first six months of the Level 1 permit. No more than two passengers are permitted in addition to the supervising driver. The Level 1 permit for the second six months is the equivalent of an intermediate license. During that period, holders may drive unsupervised between 6 a.m. and 9 p.m. and may only carry two passengers. Applicants for a driver's license who are younger than age 18 must have held a Driver Education Learner's Permit and/or a Level 1 permit for at least 12 months.

2 In Iowa, there also is a certification for drivers in the intermediate phase. They must certify that they have had 10 hours of supervised driving, 2 of which must be at night.

3 The Maryland graduated license requirements apply to new drivers older than age 18 as well as young drivers. The nighttime driving restriction, however, only applies to intermediate license holders younger than age 18.

4 In New Hampshire, the nighttime driving prohibition also applies to the learner's phase.

5 New Jersey's graduated licensing law applies to adults, except that the night driving and passenger restrictions are waived for new drivers ages 21 and older.

6 In North Carolina, learner's permit holders may not drive between 9 p.m. and 5 a.m. for the first six months.

7 In South Carolina, the nighttime restriction applies in the learner's phase as well as in the intermediate phase.

8 The holding period is 120 days if the permit holder completes driver education.

9 The Kentucky law prohibits learner's permit holders from driving between midnight and 6 a.m. There is no nighttime driving restriction for other license holders.

10 Does not meet NCUTLO six-month criterion.

11 The license Minnesota issues to 16 year-olds is provisional for 12 months. Provisional license holders are not subject to nighttime driving restrictions but are subject to sanctions that do not apply to regular license holders. Provisional license holders must certify 10 hours of supervised driving to get a regular license.

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Graduate Driver

Q Questions & Answers

Information from:

U.S. Department of Transportation

NHTSA
People Saving People
http://www.nhtsa.dot.gov

INSURANCE INSTITUTE
http://www.highwaysafety.org

DOT HS 808 856
May 1999

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Q What is graduated driver licensing?

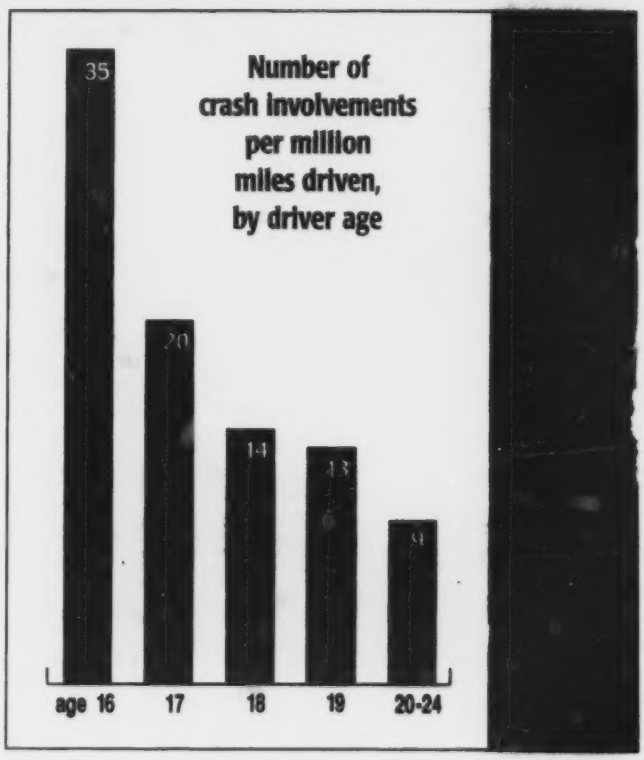
It's a system designed to phase in young beginners to full driving privileges as they mature and develop their driving skills. Versions of graduated licensing exist in New Zealand; Victoria, Australia; and several Canadian provinces. More recently, graduated licensing has been introduced in some U.S. states. There are three stages to a graduated system, and beginners must remain in each of the first two stages for set minimum time periods: supervised learner's period; intermediate license (after the driver test is passed) limiting unsupervised driving in high-risk situations; and then a license with full privileges, available after completing the first two stages. The National Committee on Uniform Traffic Laws and Ordinances has developed a model graduated licensing law using recommendations from the Insurance Institute for Highway Safety, National Highway Traffic Safety Administration, and other national organizations. The model law calls for a minimum of six months in the learner's stage and a minimum of six months in the intermediate stage with night driving restrictions. Key elements of the intermediate stage include limits on late-night unsupervised driving and transporting teenage passengers. Certification that a learner's permit holder has driven a minimum number of supervised hours also is important.

Some state laws meet or exceed these core requirements, while others have just some of them. Many states have augmented their graduated systems with additional features including driver education innovations, seat belt use provisions, and penalty systems in which violations result in license suspension or extension of the holding period.

Q Why target only young people? Why not target all novice drivers?

The rationale for special policies for young beginning drivers is that their crash risk is particularly high. Sixteen-year-old drivers have higher crash rates than drivers of any other age, including older teenagers.

The very youngest drivers are most likely to engage in risky behaviors such as speeding and tailgating. Because of their inexperience, beginners are least able to cope with hazardous situations. When this is combined with their aggressive driving style, a high crash



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rate results. Graduated licensing introduces beginners into the driving population in a low-risk manner, protecting both them and others. Graduated licensing systems could apply to all first-time drivers as they do outside the United States. In this country, however, young people make up the majority of beginning drivers, and graduated systems now being considered in most states would focus on these drivers. It should be noted that young people are subject to legal restrictions in a variety of areas such as voting, purchasing alcohol, serving in the military, and assuming financial obligations.

Q Isn't it unfair to restrict all teenage drivers? Why not just penalize the problem drivers?

We know some characteristics of younger drivers who are more likely than others to be in crashes, but it's impossible to identify them adequately on an individual basis and intervene before they get into crashes. Many U.S. licensing systems impose greater and/or earlier penalties on young people for traffic infractions than they do on older drivers, but most fatally injured young drivers don't have prior traffic violations or crashes on their records. The logic of addressing all young people is that they all are beginners when they start driving. Every novice needs time to develop driving skills in low-risk settings.

Two factors in particular work against young drivers: inexperience and immaturity. Young drivers need time to develop driving skills and the judgment to counteract their lack of on-the-road experience. Young drivers tend to be immature and impulsive, overestimating their own physical and driving abilities and underestimating dangers in the driving environment. This leads them to risky driving behaviors such as speeding, passing inappropriately, following too closely, and driving without seat belts. Young drivers frequently drive during nighttime high-risk hours, often with peers in the vehicle. Passengers can cause distractions and create peer pressure to participate in risky behavior. Teen passengers increase the crash risk for teenage drivers both during the day and at night. Considerable driving experience is required, after initial licensing, before a young novice achieves the dependable skills, judgment, and performance that result in safe driving.

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Q Can graduated licensing reduce crashes and save the lives of young people?

Yes. Graduated licensing programs have had a positive effect on the crash experience of young drivers in the United States and other countries, including Canada and New Zealand. In states that have adopted elements of graduated licensing, the safety benefits are evident. In Florida, which instituted a graduated system for drivers younger than 18 in July 1996, there was a 9 percent reduction in fatal and injury crash involvement for 15-17 year-olds in 1997, the first full year of graduated licensing, compared with 1995.

Q Is a nighttime driving restriction a critical component of graduated licensing?

Yes. Forty-one percent of teenage motor vehicle deaths in 1997 occurred between 9:00 p.m. and 6:00 a.m. Studies show nighttime driving restrictions are associated with crash reductions of up to 60 percent during restricted hours.

These are different from curfews, which are viewed as means to get young people off the streets and into their homes at a set time. Communities often adopt curfews to reduce criminal or mischievous behavior, but the purpose of night driving restrictions is to protect young beginners by keeping them from driving unsupervised during nighttime high-risk hours. As part of a graduated licensing system, young beginners are encouraged to gain nighttime driving experience, but with adult supervision rather than with peers. Driving at night with peers in the car can lead to distractions and result in risky behavior, thus creating a greater crash risk.

Photo Courtesy of Project Extra Mile

Q When should the nighttime driving restrictions begin? How early?

The majority of nighttime crashes occur in the hours before midnight. This is the time when more young people are out on the roads. Therefore, nighttime driving restrictions should begin several hours before midnight.

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Q What guarantees more supervised driving will occur under graduated licensing?

There can be no guarantee. A young beginner can be encouraged to participate by requiring parents to attest to supervised training, by providing parents and teens with instructional materials, and by requiring successful passage of a more advanced performance test.

Q Do parents support graduated licensing programs?

Yes, parents strongly favor graduated licensing. A 1996 Insurance Institute for Highway Safety survey of parents of 15 year-olds in Florida who were about to enter a graduated licensing system found 95 percent of the parents supported a minimum period of supervised driving. Ninety percent favored night driving restrictions, 60 percent favored restricting teen passengers during the first few months of driving, and 74 percent of the parents favored a graduated licensing system that includes all of these components.

Also in 1996, parents of teenagers surveyed in Connecticut, Delaware, New Jersey, and New York said they strongly support graduated licensing requirements. Although many parents want their children to get licenses early so they no longer have to be taken to school, work, or social activities, these same parents worry about the risks their children will be taking as new young drivers.

Q How much does it cost a state to run a graduated licensing system?

States with such systems have found that the benefits far outweigh any costs. For example, in Oregon administrative costs were estimated at $150,000 while the benefits were estimated at nearly $11 million. This amounts to a benefit-to-cost ratio of better than 74 to 1. Both Maryland and California also report lifesaving and injury-reducing benefits well in excess of the administrative costs associated with implementing a graduated licensing program.

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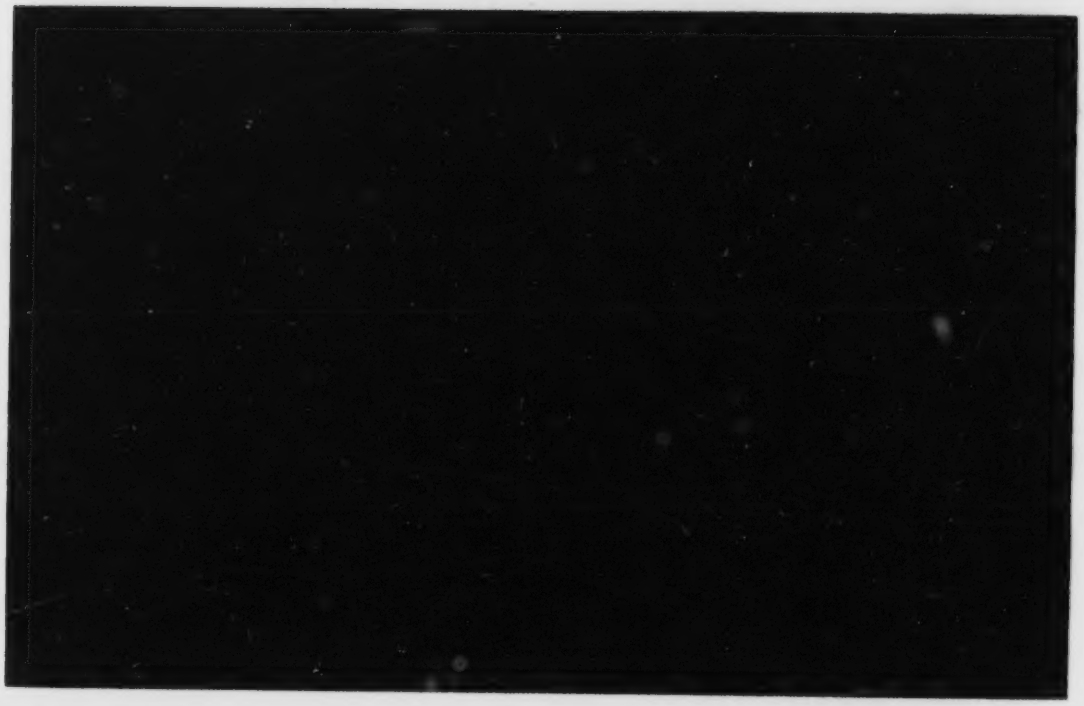

Q Who supports graduated licensing?

Advocates for Highway and Auto Safety, Allstate Insurance, American Academy of Family Physicians, American Association of Motor Vehicle Administrators, American Automobile Association, American Coalition for Traffic Safety, American College of Emergency Physicians, American Insurance Association, Brain Injury Association, The Centers for Disease Control, General Federation of Women's Clubs, Insurance Institute for Highway Safety, International Association of Chiefs of Police, and Mothers Against Drunk Driving.

Additional supporters include the National Association of Governor's Highway Safety Representatives, National Association of Independent Insurers, National Center for Education in Maternal and Child Health, National Commission Against Drunk Driving, National Committee on Uniform Traffic Laws and Ordinances, National Highway Traffic Safety Administration, National Safety Council, National Sheriffs' Association, National Transportation Safety Board, Police Executive Research Forum, USAA Insurance, The Distilled Spirits Council of the United States and its member companies, The Century Council, and The Beer Institute and its members.

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Q Should graduated licensing legislation include language about insurance rates?

There's no need for such language because a law's effectiveness ultimately will be determined by public compliance, which depends on education, enforcement efforts, and other factors not known at the time of enactment. Specific insurance language also isn't necessary because the personal auto insurance market in every state is very competitive — rates will seek their appropriate levels.

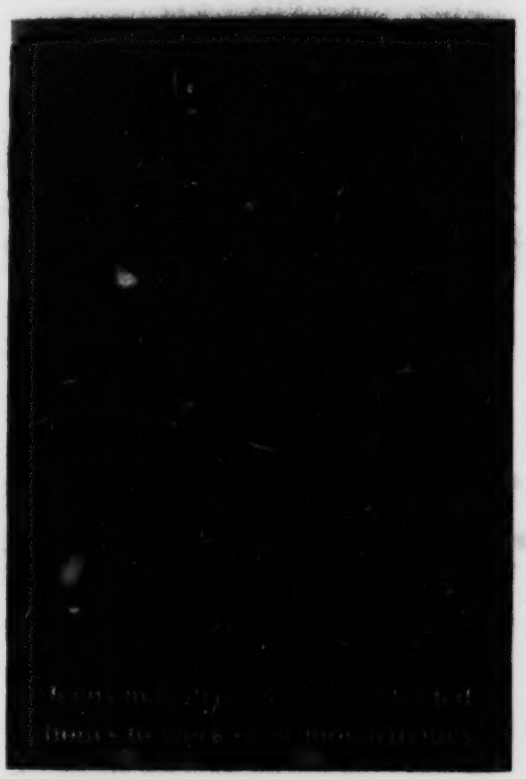
In addition, personal auto insurance rates must be approved by government regulators in the majority of states, and in virtually every state the rates may be challenged if they're found to be excessive. Because of private market forces, rate regulation, or both, any actual savings from the legislation in the form of reduced injury or property damage costs will be passed on to consumers.

Q Parents may be required to certify as many as 50 hours of daytime driving and 10 hours at night. Isn't this a bit much?

A graduated system requires a young driver to hold his or her permit for a minimum of six months. During this time a parent needs to familiarize the new driver with literally dozens of driving scenarios — for example rural, urban, suburban, freeways, rush hour, nighttime, dusk, and rain. The time required of the parent or guardian is less daunting when viewed over the entire six months. For example, 50 hours over 6 months equals just 8.3 hours per month, or a little more than 2 hours per week.

Q Shouldn't teenagers be allowed to drive to school, work, and their extracurricular activities?

Yes. States can and do allow waivers so a teenager may drive during restricted times to work or to attend school activities. These exemptions don't reduce the restrictions' effectiveness because the increased crash risk to teens at night is largely due to the combination of more difficult driving conditions and distractions caused by teenage passengers. Young people driving to work are unlikely to have teen passengers. Another



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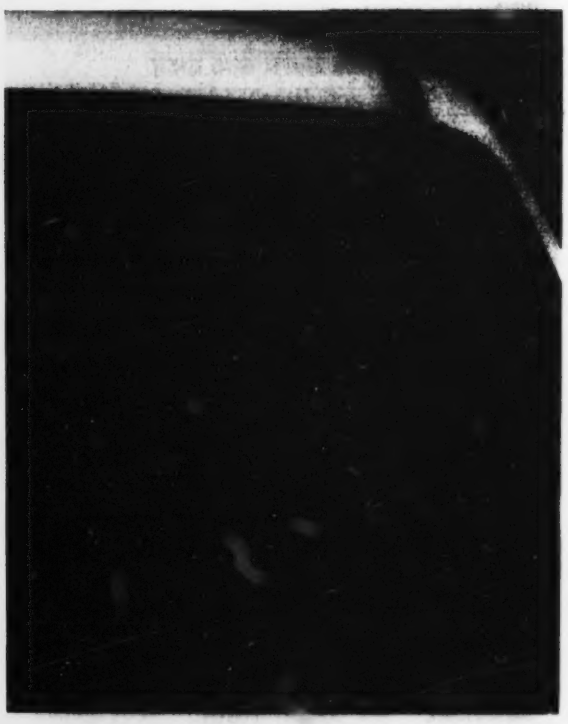

concern is the administrative burden on states that have to issue many waivers. Maryland examined this when it implemented a nighttime driving restriction and found it wasn't a problem.

Graduated licensing does delay full licensure, but the evidence indicates it doesn't significantly hinder social activities. Studies indicate that 16 year-olds have largely similar lifestyles in terms of social, dating, and work patterns, whether they live in states where many, some, or few 16 year-olds are licensed.

Q Isn't driver education enough preparation for licensure?

A good driver education course, emphasizing on-the-road driving, is an effective way to learn basic vehicle control skills. Extensive research indicates that high school driver education doesn't lead to lower crash involvement compared with other ways of learning to drive. Attitudes, decision-making skills, risk-taking tendencies, and other factors contribute in an important way to crashes and may not be affected much by driver education.

As indicated in a 1994 Report to Congress by the National Highway Traffic Safety Administration, experts agree that current novice driver education programs aren't doing a very good job of motivating youngsters to drive safely. Any driver education program should be integrated with a graduated licensing system.

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http://www.nhtsa.dot.gov

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Q Questions & Answers

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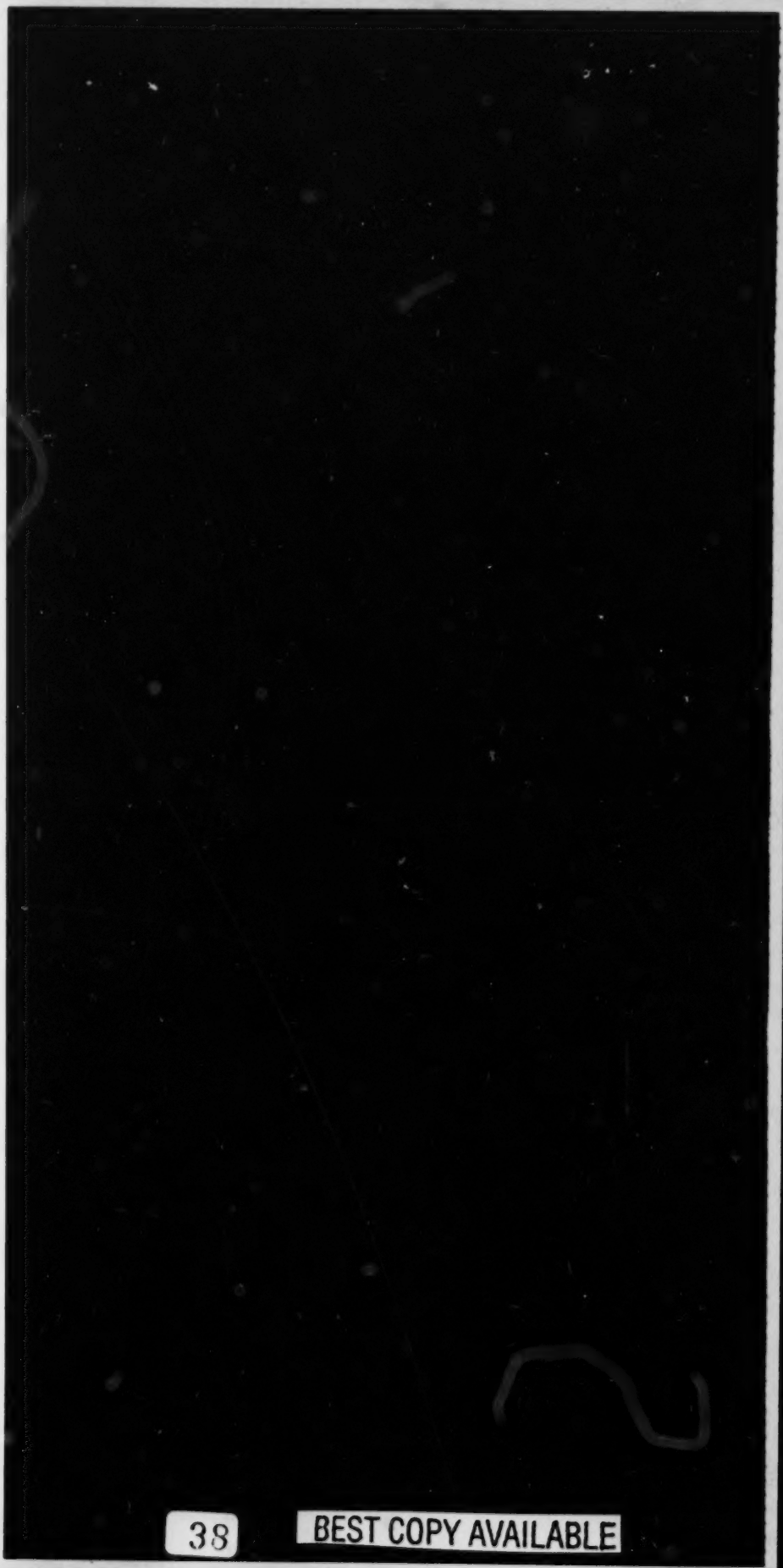

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